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ABSTRACT

This document examines the activities and resource needs of local basic skills programs; examines the major national organizations that lead, coordinate, and provide technical assistance to local providers; suggests how new organizations can assist and support the delivery of adult literacy services; and recommends public and private sector action needed to expand the capacity of local adult literacy programs and national organizations. The document begins with an executive summary and an introduction outlining the study's purpose and design. The second chapter, entitled "Local Literacy Programs," discusses program patterns, expansion needs, and fiscal requirements for expansion. The section on program patterns covers setting student goals, recruiting students, training tutors, instructional approaches and materials, measuring learning, rewarding achievement and service, collecting data, facilities, collaboration, and fund-raising. The third chapter describes the major national organizations. The fourth chapter discusses ways to involve new organizations and agencies. The fifth chapter contains recommendations for the federal and state governments, business, and industry to help literacy programs. A list of literacy programs whose staffs were interviewed for this study concludes the document. (CML)

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TURNING ILLITERACY AROUND:

An Agenda for National Action

Working Paper No. 1

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prepared for

The Business Council for Effective Literacy

by

Donald McCune and Judith Alamprese

American Association for Adult and Continuing Education

May 1985

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BCEL Foreword

The Business Council for Effective Literacy was formed in late 1983 to encourage business and industry to join in the fight against adult illiteracy and to help give guidance on how to do it. To give solid guidance, however, we have had to concern ourselves with the role of both the public and private sectors in the field. And we have been striving to develop and provide information and analyses that will help both better understand the scope and complexities of the illiteracy problem as well as the steps that each can best take in a combined effort to overcome it.

Although BCEL is not primarily a grantmaker, one of our early actions was a $400,000 grant to help launch the three-year national awareness campaign of the Coalition for Literacy and the Advertising Council. This campaign is expected to generate a greatly increased demand on literacy programs to deliver services to a growing number of adults.

Yet literacy programs today are already stretched to capacity in their level of service, and most have long waiting lists of tutors and students they lack the resources to train and serve. Concerned that they might be overwhelmed by the campaign's response unless intensive planning took place quickly on a state-by-state basis, BCEL has been working to help advance that goal. Even more urgent though was the obvious need for substantial new funding for the field. But how much funding? For what purposes? In the short-run? In the long-term? And how much could the business community reasonably be asked to do?

To begin to answer these questions, we commissioned two working papers, now being made available as separate monographs under the shared title **TURNING ILLITERACY AROUND: An Agenda for National Action.**

This paper, **Working Paper No. 1**, was prepared in a project directed by Donald McCune, Director of the Division of Adult, Alternative, and Continuation Education for the State of California. Dr. McCune also is a member of the board of the American Association of Adult and Continuing Education, which served as

fiscal agent. The day-to-day staff work on the project was carried out largely by Judith Alamprese of Cosmos Corporation in Washington, D.C., who joined Dr. McCune in writing the final report.

The paper is based in large part on extensive interviews conducted with a sampling of local literacy programs around the country, and with the main national organizations that give the local programs leadership, coordination, and technical assistance. The paper assesses program patterns and needs, discusses the funding requirements for expansion of service, and explores the implications of the research findings for the field as a whole. And it provides numerous recommendations for public and private-sector action.

Working Paper No. 2, which should be read in tandem with the first, was written by David Harman of Columbia University. Dr. Harman is one of the world's foremost adult education experts and his services are in great demand in the literacy field both in the U.S. and abroad. Primarily a learning theorist and researcher, he also has a good practical grasp of how to implement policy and programs.

The McCune and Harman papers are, to a degree, separate views of the same universe. The former is a team effort which draws on and analyzes information gathered from literacy programs themselves. It focuses primarily on the short-term needs of the adult literacy field, taking that as a practical necessity in light of the already-launched national awareness campaign. The Harman paper takes a more comprehensive look at the field. It also examines short-term needs, but it focuses more on the longer-term requirements for expanding literacy services in the country and assuring quality instruction.

There is great consistency in the problems and needs identified in the two papers, although each was developed independently of the other. And there is a similar consistency in the main recommendations. The most important messages to emerge from both are these: It will take major new funding (in the billions of dollars a year), much added leadership, and new legislative action to turn the illiteracy problem around. Moreover, while the greater involvement and leadership of business is needed urgently--and is in the best interest of the

business community itself--this increased role cannot be viewed as a substitute for the stronger funding and leadership role that is needed from federal and state governments.

In presenting the McCune and Harman papers, BCEL aims to contribute to the present national debate on how best to fight the growing problem of adult illiteracy. And we seek to help advance a more realistic understanding of the challenges facing public and private-sector organizations alike.

Given our basic organizational purpose, we would of course be remiss not to include some concrete guide to action for those in the business community seeking to help combat adult illiteracy. The following six suggestions are given in some form by both Drs. McCune and Harman. And, as it turns out, they confirm what BCEL itself has been urging for the past year. Businesses large and small can make a substantial difference by:

- Giving grants and in-kind assistance to local adult literacy programs which operate in communities where the companies have headquarters or branches. The focus should be on multi-year grants which assure ongoing operational support.

- Giving grants and in-kind assistance to the national offices of such groups as Laubach Literacy, Literacy Volunteers of America, the Association for Community Based Education, the Coalition for Literacy, and others important to the literacy field. (And BCEL itself is in need of funding support.)

- Making grants for the development of new literacy approaches and delivery systems--e.g., the use of computers and television for extending outreach.

- Initiating, joining, and/or providing financial or in-kind help to local and state literacy planning councils and agencies.

- Providing funds to support centers of adult literacy research, data gathering, and information dissemination.

- Pressing for much higher levels of public support for literacy programs and planning at the state and federal levels.

Finally, we should note that the McCune and Harman papers touch only in passing on the role that general foundations could play in this field. Yet these organizations also could be a major ally in the battle against illiteracy. They are able to respond to social problems with a flexibility and speed that is unique. We hope this set of papers will be helpful to them in considering how and whether they might place the adult literacy challenge among their priorities.

Gail Spangenberg
Vice President, Programs
BCEL

Harold W. McGraw, Jr.
President
BCEL

Executive Summary

This study was undertaken to gather better information about the organization and needs of adult literacy services in this country. It had four broad goals:

- to examine the current activities and resource needs of basic skills programs at the local level from a range of institutional perspectives;
- to examine the major national organizations that give leadership, coordination, and technical assistance to the local providers;
- to offer suggestions on how new organizations can assist and support the delivery of adult literacy services; and
- to develop recommendations on the public and private-sector action needed to expand the capacity of local adult literacy programs and the national organizations.

To accomplish these goals, information was collected from fifty local literacy program coordinators around the country and from representatives of ten national organizations involved in literacy. Coordinators from the local programs were interviewed and asked to describe their current practices in a range of areas such as recruitment, staff development, program management, and fund-raising. They also were asked to project what it would take both fiscally and programmatically to expand their present capacity to deliver literacy instruction and tutor training. The coordinators represented programs in adult basic education, the labor unions, correctional institutions, the community college system, libraries, refugee and immigration organizations, the voluntary sector, and community-based organizations.

Interviews also were conducted with representatives of the following national organizations: The American Association for Adult and Continuing Education, the American Library Association, the Association for Community Based Education, the American Association for Community and Junior Colleges, the Correctional Education Association, Literacy Volunteers of America, Laubach Literacy

Action, the U.S. Office of Adult Education, the Lutheran Immigration and Refugee Service, and the AFL-CIO's Education Department. Individuals from these groups were asked to describe their current level and range of involvement in the literacy effort, their relationships to the literacy service deliverers, and their plans for the future development of their roles in supporting literacy activities.

The national representatives of these ten organizations nominated the local programs interviewed in the study. Because of its role as national referral agent for the Ad Council awareness campaign, CONTACT Center, Inc. participated in the study as an additional source of information. Though not included in the organizations interviewed, CONTACT also was asked to nominate programs from the various sectors of provision.

Data from the interviews were analyzed and assessed by project staff and a team of advisors who are national leaders in the field. They revealed a number of needs that must be met if the literacy system in the U.S. is to be responsive to the demand for increased services (already being generated by the Ad Council's national awareness campaign). Based on an assessment of these needs, strategies for action were developed for ways in which state governments, the federal government, and business can assist in expanding and developing the nation's literacy system.

Actions that these groups can take include:

- direct funding of local service providers for the operation of their programs;
- in-kind support to local programs (space, equipment, furniture, and professional services);
- funding to develop better tools and procedures for staff development, learning assessment, and program evaluation; and
- funding for basic and applied adult literacy research.

There also is a need to expand the capacity of the national organizations involved in literacy. Business and industry, and federal and state governments, can:

- provide funding to enable national literacy organizations to increase the number of their affiliates, provide training and technical assistance to their membership, develop needed curricular materials, and improve their management and planning;
- provide funding to enable professional associations to increase their technical assistance capabilities through the development of clearinghouses and networks for information dissemination, and the provision of staff development for their membership; and
- fund the creation of an independent organization to serve as a national institute on adult learning, in order to improve inter-organizational communication and collaboration.

In assessing the support and resources needed to expand and improve adult literacy services, this study hopes to contribute to the formulation of a better public policy. It also aims to improve public and private-sector understanding of how to deal more realistically with the growing adult illiteracy problem.

Acknowledgements

This study would not have been possible without the assistance of many people. The authors gratefully acknowledge their participation, though the final manuscript is solely our responsibility.

Special thanks are given to Susan Granai, Project Associate, who interviewed the literacy program coordinators and who was an integral part of the data analysis and reporting phase of the project.

We thank Gail Spangenberg, Vice-President for Programs and Operating Head of the Business Council for Effective Literacy. Her assistance and support throughout this study have been invaluable.

Our gratitude is expressed to the members of our Advisory Group: Paul Delker, Director, Division of Adult Education Services, U.S. Department of Education; Gary Eyre, former Executive Director, American Association for Adult and Continuing Education; Violet Malone, Director, Extension Education, College of Agriculture, University of Illinois (Urbana), and Chairperson, National Coalition for Literacy; and Carman St. John Hunter, Consultant, World Education, Inc. Their guidance in the creation of the study design was extremely helpful. Their ideas and feedback on the study's preliminary findings, as well as their own knowledge of the field, aided us immeasurably in formulating the recommendations.

We also thank the resource persons who nominated the literacy programs that we interviewed and those who represented the national organizations interviewed as part of the study. They were: Osa Coffey, Director, Correctional Education Association; Helen Crouch, Executive Director, Literacy Volunteers of America; Gary Eyre of AAACE; Gary Hill, President, CONTACT Center, Inc.; William Lanxner, Staff Representative, Education Department, AFL-CIO; James Nelson, Chief State Librarian, Kentucky, American Library Association; Neil Parent, Adult Education Representative, Education Department, U.S. Catholic Conference; Dale Parnel, President, American Association of Community and Junior Colleges;

Carol Smalley, Associate Director for Planning and Development, Lutheran Immigration and Refugee Service; Peter Waite, Executive Director, Laubach Literacy Action; and Christofer Zachariadis, Executive Director, Association for Community Based Education. The assistance of these people in identifying programs and in describing their organizations was extremely helpful. We benefited greatly from their contributions during the initial stages of the study and from their reactions to our preliminary findings.

Finally, we acknowledge with special gratitude the cooperation of the fifty adult literacy program coordinators who consented to be interviewed as part of the study. They gave their time and ideas despite their very busy schedules and obligations. Their enthusiasm for and commitment to the field of adult literacy and the adults they serve is truly remarkable. We hope the recommendations put forth in this report can benefit them, the adult literacy community as a whole, and present and future adult students who need their services.

Donald McCune
Judith Alamprese

A: INTRODUCTION

1. Study Purpose

Our nation is facing a dilemma. The research of the past decade reports that the adult population in this country reads, writes, and computes better than ever. However, it is also a fact that a major portion of the adult population does not function in these basic skills anywhere near the level required for the country to maintain a position of leadership.

Current estimates by the U.S. Department of Education indicate that there are approximately 27 million functionally illiterate adults in the United States, as well as 45 million adults who have only marginal basic skills competence. Furthermore, according to the Department about 2.3 million more persons are added to this pool each year. The additions to the pool are legal and illegal immigrants (1.2 million), high school dropouts and "pushouts" (1.0 million), and refugees (100,000). These numbers of adults with literacy problems, living in an increasingly advanced technological society, represent a major social problem.

This problem is being addressed with new energy by a number of groups in the country. During the past year, for example, two major national initiatives have been developed: the Adult Literacy Initiative of the U.S. Department of Education, and the Coalition for Literacy's national literacy awareness campaign being undertaken with the Advertising Council. These efforts aim to raise the awareness of the American public to the problem of illiteracy and to provide an impetus and some solutions for dealing with it.

This renewed interest in illiteracy also has prompted the emergence of other initiatives to respond to the problem. One new organization, the Business Council for Effective Literacy (BCEL), was formed primarily to encourage and assist the greater involvement of business and industry in combating illiteracy. To do that effectively, BCEL recognized the need to develop new insights into the level and kind of support required, from the public sector as well as the business community, if existing literacy programs are to meet the new

demand for their services. This study, which BCEL commissioned, is one of the results.

It provides descriptive data about the current capacity of local adult literacy programs as well as the national organizations that provide them with leadership, coordination, and technical assistance. It was designed as an intensive, short-term effort that would produce strategies and guidelines for developing a partnership of public and private-sector support for the field.

In brief, this report examines the current activities and resource needs of a sample of fifty local literacy programs as well as their major national support organizations. The remaining section of Part A describes the study sample and the data collection and interview procedures used. Parts B and C give a detailed discussion of the findings. Part D discusses the need and possible strategies for expanding the delivery of literacy services nationally by involving new organizations. Finally, in Part E, recommendations for public and private-sector action are given.

2. Study Design

The principal method used in this study was open-ended interviewing. In conducting the interviews, we attempted to gather a body of information that would be reflective of the major literacy efforts being undertaken in the United States at this time.

For the purposes of this study, adult literacy refers to the range of skills acquired in reading, writing, computation, and oral communication, skills which an adult requires in order to function effectively in society. These skills extend from the most basic through what is required to obtain a high school diploma or equivalent.

The Sample. The study focuses on two groups involved in literacy activities. The first are national organizations that support adult literacy services by providing training and technical assistance to service deliverers or by serving as information brokers for the groups they represent. The second are pro-

grams that directly provide literacy instruction and tutor training at the local level.

The first sample was chosen in order to obtain a broad-based understanding of the efforts being devoted to literacy services by the major national organizations. The Business Council requested that we interview a number of such groups whether directly or indirectly involved with literacy programs. The sectors represented are: adult basic education, unions, correctional programs, community college systems, voluntary programs, libraries, refugee and immigration services, and community-based organizations.

From the eight sectors listed above, one or more national organizations were selected to be interviewed. (See Acknowledgements and Part C of this paper.) These organizations were of three types. The first were professional associations, namely the American Association for Adult and Continuing Education, the American Library Association, the Association for Community Based Education, the American Association for Community and Junior Colleges, and the Correctional Education Association. The second were organizations that directly fund or sponsor literacy programs--Literacy Volunteers of America, Laubach Literacy Action, and the federal government's Adult Basic Education Program (ABE). Finally, organizations whose main service is not educational, but which provide literacy services to their agencies and members along with a range of other services, were selected. These were the Lutheran Immigration and Refugee Service and the AFL-CIO. One or more representatives of each of these organizations were interviewed about the organization's participation in literacy activities.

The second part of the sample consisted of local programs that provide literacy instruction to adults. After the national organizations were selected, the task was to identify literacy service providers from each of the eight organizational sectors represented. The national representatives were asked to nominate literacy programs from their own sector that were reflective of the range of literacy services being provided within that sector as a whole. The group was not asked to select "exemplary" programs nor were they given a discrete set of criteria to use in the nomination process. Rather, the objective was to obtain a sampling of programs that were as broadly representative as possible.

Program nominations were received from all ten of these national organizations. An eleventh* (CONTACT Center, Inc.) did not directly represent a network of provision and was not interviewed, but CONTACT nominated programs that were from a number of the sectors. Each person was asked to nominate four programs. In some cases more than four nominations were received and they were left in the sample. For library and ABE programs, the nominators in turn asked state department of education officials for program suggestions. A total of 72 nominations were received; interviews were conducted with representatives of 50 (see Attachment). The table below shows the spread of local programs interviewed by sector type.

Number and Type of Programs Interviewed

ORGANIZATION	NUMBER OF PROGRAMS NOMINATED	NUMBER OF PROGRAMS INTERVIEWED
Adult Basic Education	23	16
AFL-CIO	4	2
Community Colleges	6	5
Community-Based Organizations	14	8
Correctional Programs	5	3
Laubach Literacy Action	4	4
Library-Sponsored Programs	4	2
Literacy Volunteers of America	7	6
Lutheran Refugee Program	4	3
Other**	1	1
TOTAL	72	50

* CONTACT Center, Inc. participated in the study as an additional resource because of its central role as the telephone referral agency for the national Ad Council awareness campaign. CONTACT is a 20-year old national-international information and referral agency based in Lincoln, Nebraska. It has extensive links to thousands of community programs, service agencies, and planning groups around the U.S. It is a member of the Coalition for Literacy.

** Not a direct literacy service deliverer, but a statewide council that gives technical assistance to local programs.

Data Collection. Data from the local programs and national organizations were collected using structured interview schedules with primary open-ended questions (on file at the AAACE, which served as fiscal agent for the project). We found that open-ended questions encouraged the respondents to tell "in their own words" how they have organized their literacy services and what their expansion needs are. To complement each question, a group of facilitative "probes" were used. These questions aided the interviewers in helping the respondents describe and explain in detail all of the topics covered.

In order to obtain information about the current operations of the literacy programs, we asked the program coordinators to discuss their practices in the following areas: recruitment, staff development, delivery of instruction, use of materials, recognition of program completion, data collection, links to other organizations, measuring student achievement, program and fiscal management, and fund-raising. Representatives from the national organizations were asked to describe their current levels of involvement in the literacy effort, their relationships, if any, to the selection and coordination of local program services, and their plans for the future development of their roles.

The interviews were conducted by two staff persons trained in qualitative interviewing techniques. The interview protocols were pilot-tested, and revisions were made based on the results. For the local program interviews, 49 were conducted by phone and one was done in person. The phone method was used because of the dispersed locations of the service deliverers and budget and time constraints. The average length of the interviews was 1 1/2 hours, with the range being from 45 minutes to 3 hours. Half of the interviews with representatives of national organizations were conducted in person and the other half by phone, depending on the geographical location of the organizations.

After the data were collected, each interview was analyzed using a coding form (on file at AAACE). The forms were then examined to ascertain the patterns that exist in service delivery and support. These results are discussed in the next two sections of the paper.

B: LOCAL LITERACY PROGRAMS

1. Program Patterns

Data collected from the fifty local programs interviewed for this study reveal a common commitment to action, diversity of effort, and creative problem-solving. Our sample of programs were selected so that we could determine in a general way the variety and intensity of activities that are being carried out by the different types of programs across the country. Since the sample was too small to be strictly representative, generalizations and comparisons across the various organizational sectors would have to be regarded with a certain tentativeness. However, our main goal was to look at many programs and identify the national patterns that persist, regardless of program type or organizational affiliation.

The programs that agreed to participate in the study provide a full range of services from beginning reading to high-school equivalency preparation. Most of the programs provide a combination of basic skills and English-as-a-Second-Language instruction, with a number focusing on 0-4th grade reading levels. Among the latter are the refugee and immigration service programs and programs of Laubach Literacy Action and Literacy Volunteers of America. The respondents were located in all parts of the country, with 61 percent being in urban areas, 27 percent in rural areas, and 12 percent in suburban locations.

The data analysis revealed a number of similar practices and concerns across programs and provides a basis for understanding their expansion needs.

The following discussion highlights the key findings from the interview topics discussed. Unless otherwise noted, the data represent the findings from all program types.

Setting Student Goals. Most of the program coordinators reported that their students actively take part in goal-setting. In some programs, students set the goals at the outset. In others, primarily those in the adult basic education program (ABE), the students set goals at both initial and intermediate

stages of learning as a way to reinforce progress. (The latter programs feel that it is important to develop student "ownership" of the goals but that this can be done more realistically after the students have gained experience and confidence and have a better idea of what they expect in the long run.) The primary student goal reported by ABE programs is the attainment of a high school equivalency certificate or diploma. The student goals reported by other programs were: to learn to read, to achieve self-improvement, and to have better prospects for employment. In the union programs and some of the community-based organizations, getting a job was cited as the main reason for enrolling.

Recruiting Students. The programs studied use a variety of recruitment strategies, such as word-of-mouth, radio and TV, public-speaking, and brochures and other written materials. Activities undertaken by the adult basic education programs appear to be more planned and focused and often use a combination of print and broadcasting media. The volunteer groups and community-based organizations rely primarily on word-of-mouth and referral for attracting students. Many respondents expressed a desire to find alternative ways of reaching more and a greater diversity of students. They acknowledged that different recruitment strategies, such as use of broadcasting, may be necessary (see Irish, 1980, for a discussion of the use of mass media for referral and recruiting purposes*).

Staff Development and Tutor Training. Two topics were explored in the instructional area: staff development activity and the training and use of volunteers in the programs. There is little consistency in the staff development activities being undertaken. There is agreement that both pre-service and in-service training are necessary to assure good literacy instruction, but the extent and intensiveness of the training varies considerably across programs. The majority of programs studied offer some degree of pre-service training, with

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* Gladys H. Irish, "Reaching the Least Educated Adult," Reaching Hard-To-Reach Adults, Gordon C. Darkenwald et al (eds.) Jossey-Bass, San Francisco, California, 1980, pp. 39-53.

the amount ranging from four hours to three days. The voluntary programs tend to have the shortest pre-service training and the ABE programs the longest. The greater amount of training in the ABE programs is due in part to the substantial investment that has been made in staff development by the state departments of adult education. Greater variability occurs with in-service training, with ABE programs again doing the most. It is apparent that the primary barrier to adequate staff training is lack of resources. In this regard, ABE programs have fared substantially better than the other program types.

A primary interest of the study was to understand the extent to which volunteers are being used by programs within the various organizational sectors. Our sampling of local programs revealed that volunteers function as tutors in each type examined except those given by affiliates of the AFL-CIO. Moreover, only one of the three correctional programs interviewed uses volunteers because of the difficulty of recruiting for service in a correctional institution.

The coordinators had mixed feelings about how best to use volunteers. In some of the programs where the primary instruction is delivered by paid professional staff, it is felt that volunteers might best be used in orienting students to the instructional setting, rather than in direct tutoring of the basic skills, or in providing other types of support in such areas as public relations and marketing. Other programs use volunteers primarily as tutors, either out of choice or because of financial constraints.

Another issue discussed with the respondents had to do with the use of full and part-time staff. Most of the instruction in adult basic education programs is still being delivered by part-time paid staff, a trend that has not changed significantly over time (see Development Associates, 1980, for a discussion of national patterns*). The ABE coordinators feel strongly that better services could be provided if the programs were staffed more by full-time instructors,

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* Development Associates, An Assessment of the State-Administered Program for the Adult Education Act, Arlington, Virginia, July 1980.

thereby assuring continuity of service and continuing commitment. From the perspective of the volunteer programs, there is a need to have improved coordination of services, and several of these respondents suggested that a full-time person should be designated as coordinator. A strong need was expressed by nearly all of the coordinators for more frequent and improved staff development activities.

Instructional Approaches. Coordinators from the majority of the programs reported that the primary mode of instruction used is an individualized approach. When asked to describe how this instruction takes place, the respondents had difficulty explaining the details of the process (see Yin, et al, 1982, for a discussion of the techniques of individualized instruction*). The use of individualized instruction reflects a trend that has been developing in the literacy field over the years, in which the student goal is used as the focus of instruction. What is not clear though is the situations in which an individualized approach is most effective. A number of respondents expressed an interest in having better data about various instructional processes and the relationship of these processes to maximum learning. It should be noted that while individualized instruction was the most common approach used, several teachers also have incorporated group instructional strategies into their programming, and some programs are beginning to prefer a combined approach.

Instructional Materials. There is no consistent pattern to the materials used by the instructors. The major publishers of literacy materials, such as Cambridge Books, Steck-Vaughn, and McGraw-Hill, are well-represented in the programs that were sampled. While there are an abundance of commercially-produced materials available at intermediate reading levels, the respondents pointed to a lack of good instructional material at the lower reading levels. (It is common knowledge that there is a lack of good lower-level materials

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* Robert K. Yin, Susan R. Granai, and Judith A. Alamprese, To Find An Education: New Options for Adult Basic Education (ABE) Programs, National Center for the Study of Professions, Washington, D.C., January 1982.

throughout the field, but the problem is compounded by the limited access--i.e., high cost--that many low-budget programs have to materials that are available.) Almost all of the respondents noted that their instructors still use "teacher-made" materials in conjunction with the published materials. The use of such materials is consistent with the goal-centered approach to instruction, which necessarily varies from person to person, and the need for active teacher involvement in the learning process.

Measuring Student Learning. The techniques used for measuring student progress vary considerably among the programs. Most use some form of diagnostic testing both to help relate the instructional process to student goals and to measure progress in student learning. This test usually is a standardized achievement test. In other programs, primarily those which are competency-based, coordinators use applied performance techniques as an alternative to standardized tests, finding this a more effective way to measure the learning achievement of individuals whose goals are quite varied. Although the program coordinators generally recognize the need to know if learning goals have been achieved, many reported two problems in this area. One is that too much testing sometimes takes place and interferes with the learning process itself. The other, more importantly, is that improper tools for assessing learning often must be used because the field has not yet developed valid and appropriate instruments, especially at the basic levels. Thus, outcome measures are not always meaningful, either for designing good instructional programs or for reporting on student and program success. We should note that those who have adopted applied performance techniques feel better able to link the processes of diagnosis, assessment, and instruction.

Rewarding Achievement and Service. The majority of the programs conduct activities to reward student achievement and participation. These activities range from simply awarding certificates to formal annual dinner events. In the volunteer programs, tutors also are recognized in various ways, primarily to reward service and reinforce commitment.

Data Collection. A key issue discussed in the interviews was that of data collection. The majority of the respondents strongly recognized the need for

more and better data collection. Some form of data, primarily student profile information and pre-testing scores, is collected in three-fourths of the programs, and a few of the programs plan or have already conducted evaluations of their effectiveness. But several barriers to data collection were reported. These include: inadequate assessment instruments for determining student outcomes, lack of time to collect the information, and inadequate management information systems (see Alamprese, 1984, for a discussion of solutions for overcoming these barriers*). Those interviewed felt that better collection of student and program information would greatly facilitate their ability to raise operating funds and market the programs.

Facilities. Literacy instruction is provided in a vast array of settings and locations. In addition to adult learning centers, instruction takes place in churches, banks, firehouses, social service agencies, YWCAs, at worksites, and in civic organizations; in short, wherever a suitable space can be arranged. All of the programs studied offer instruction in more than one location. Some of the volunteer programs noted that there is a trend away from tutoring in home environments, due in part to possible insurance complications in case of an accident and in part to the perception that the home environment is less conducive to learning because of interruptions.

Collaboration. In recent years there has been an increase in program collaboration nationally in order to improve and extend the delivery of literacy services. The programs sampled in this study reflect this trend. It is most visible among the ABE programs which are reaching out increasingly to involve other organizations in the planning and delivery of their services. But more cooperation is also evident among and between libraries, the voluntary programs, and the community-based organizations interviewed (see Zachariadis,

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* Judith A. Alamprese, Evaluating the Effectiveness of Adult Literacy Programs, The National Adult Literacy Project, San Francisco, California, May 1984.

1983, for a discussion of cooperation among CBOs*). This cooperation is seen in recruitment, shared use of space and facilities, joint provision of services to the community, and sharing of equipment and materials. The trend is beginning to promote greater awareness in communities about the problem of illiteracy and the work of the literacy programs themselves. With the increase in students and tutors expected as a result of the Ad Council campaign, further cooperation will be even more essential in the future.

Fund-Raising. A significant amount of time is spent by program coordinators on raising funds. This is particularly true of those in leadership positions in the voluntary programs, the community-based organizations, and the programs sponsored by libraries. Because ABE programs are supported primarily with federal and state monies, ABE coordinators consequently spend less time engaged in this activity. What has emerged among other programs is a pattern of grassroots activity that is slowly developing into a set of more targeted strategies for raising monetary and in-kind resources.

Each of the programs examined uses some type of in-kind help. Examples of donated resources are: space, duplication equipment, advertising help, supplies, custodial services, furniture, and professional accounting and design. The main problem lies in the amount of time, energy, and expertise required of understaffed programs to raise funds. The program coordinators reported that it takes a major portion of their time to approach corporations, businesses, foundations, and other organizations for funding, often producing only meager results. And in many cases, the boards of directors are not as effective as they should be in raising funds for the programs' operations. Other complicating factors are the difficulty of preparing a persuasive proposal for funding (especially when data about the programs' effectiveness are limited) and the varied funding cycles of donor organizations.

The findings discussed above will not really surprise persons knowledgeable

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* Association for Community Based Education, Adult Literacy: Study of Community Based Literacy Programs, Washington, D.C., September 1983.

about the field. But they are nevertheless important because they serve to further validate what the experts already know about the practices and needs of adult literacy programs. They also make obvious a need for greater attention to the quality and effectiveness of literacy provision in the U.S. and the critical need for major new resources to improve performance and extend outreach.

2. Expansion Needs

The fifty programs interviewed identified four broad areas of need that must be addressed if a significant expansion of their literacy services is to occur. Our analysis of the interview data shows great consistency in the factors that programs judge will most influence the number of students they can serve in the coming years. These factors are:

- Funds and In-Kind Resources. Program expansion will require an increase in the amount of both. Additionally, the procedures and activities for assessing resource needs must be restructured to reduce the time and energy that instructional staff must give to non-instructional activities.

- Personnel. To expand service will require adding more trained instructional staff. In the case of those programs that are heavily dependent on volunteers, this is as much a priority as the need for other resources. Additional administrative and support staff also will be essential.

- Training. Improved staff development and training will be critical to the expansion of services--both the retooling of existing staff and the recruitment and training of new staff. Relatedly, new instructional approaches must be identified, developed, and implemented. There also is a need for increased research on effective staff development and literacy instruction as well as better methods for applying research to actual practice.

- Public Awareness. Improving the image of adult education/literacy services in communities and the nation is fundamental to the future success of the various literacy efforts in progress. The program coordinators felt that further improvement of public awareness of the literacy issue would encourage a broader pool of clients to participate in tutoring and learning.

In addition to these areas of need, other factors affecting program expansion were identified--e.g., the need for increased collaboration, development of better counseling services, better tools for assessing and evaluating student and program growth, and development of new strategies to reach unserved adults in a variety of cultural settings.

3. Fiscal Requirements For Expansion

One of the main reasons for conducting this study was to assess the fiscal needs of existing literacy programs. The foregoing discussion of patterns and needs provides some basis for roughly estimating the level of funding that will be required.

The majority of program coordinators interviewed found it very difficult to project the financial resources it will take to expand their programs. This is due, in part, to the fact that they are understaffed and thus their attention must necessarily focus on maintaining present fiscal support levels. Also, some of the programs are part of large service agencies whose budgets do not isolate their costs. Among the latter were some of the programs in correctional institutions, immigration and refugee services, and union programs within the AFL-CIO.

Despite these limitations, we nevertheless feel it useful to project future costs in two ways, as follows:

In all, 38 of the local programs interviewed were able to provide information about their current operating costs. These programs (including ABE) reported

serving a total of slightly more than 65,000 students at a total annual cost of nearly $11 million, or about $169 per student. (This sum does not include the donated services of hundreds of volunteers nor the value of in-kind services received.) Assuming a one-to-one relationship between cost and number of students served, a doubling or tripling of capacity would cost roughly $20-30 million a year at full scale of operation *for these 38 programs alone*.

We should stress that the entire system of literacy provision discussed in this paper (consisting of thousands of local programs) is reaching only about 4 million adults, including 2.6 million through ABE. Assuming that the programs collectively spend $169 for each student served (some would actually spend more, some less), the current total annual expenditure would be somewhere in the range of $675 million. If this is the case, it is clear that it will take an annual multi-billion dollar expenditure to double or triple existing capacity.

Programs funded under the Adult Education Act provide another basis for cost projection. The current federal appropriation for the Adult Basic Education Program is $100 million. The U.S. Department of Education conservatively estimates that an additional $200 million is generated for ABE programs at the state and local levels, resulting in an annual expenditure of $300 million. The implications for a major expansion of ABE's capacity are obvious.

Three points must be stressed as bearing directly on projections of fiscal need in ABE and the other program types. First, Department of Education figures indicate that there are 27 million functionally illiterate adults in this country (and 45 million marginally proficient adults), and about 2.3 million persons are being added to the pool each year. So, as things are now, we are making minimal progress.

Second, the rate at which existing programs can expand is affected by several factors other than the level of funding--for example, the availability of volunteers and paid staff and instructors. Third, it takes time for orderly expansion of programs to occur. In short, for programs to double or triple their level of service, many logistical problems must be overcome.

Nevertheless, it is proposed that there could reasonably be at least a 30 percent expansion of capacity among all existing programs in each of the next three years if adequate resources were made available. If the 4 million persons currently served is taken as the base, a growth of 1.2 million students would thus occur in the first year, with an additional 1.5 million and 2 million students added in the second and third years respectively. At this rate of growth, three years from now the number of adult illiterates being served would be approximately doubled, or a total of nearly 9 million. This would be a substantial improvement over the current situation (although we still would be reaching fewer than one in every five adults in need of basic skills help).

C. THE MAJOR NATIONAL ORGANIZATIONS

This study began with the goal of investigating the "system" that currently exists in the field of adult literacy. We were asked to describe this system and determine the resources it would need at all levels to meet the increased demands that will be generated by the Ad Council campaign. Thus, to complement our local program interviews, representatives (usually directors) of the major national organizations whose members provide literacy programs were interviewed.* The nature and extent of their service to local programs and to the literacy community in general is determined primarily by their organizational structure and basic mission. Their patterns of involvement are sometimes complex and usually quite varied.

1. Patterns of Activity

American Library Association. ALA has a membership of 40,000 libraries and librarians. It provides a link in the literacy network, connecting and collaborating with local ABE programs, voluntary programs, community colleges, and community-based organizations. With ALA encouragement, local libraries are becoming more involved in either direct literacy instruction or as partners in the planning and development of community literacy resources. Several thousand adults are presently being instructed in basic skills in library-operated programs at the local level. ALA was a founding member of the Coalition for Literacy and the Ad Council awareness campaign.

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* One, the National Assault on Illiteracy Program, elected not to participate. AOIP is a network of 120 newspapers and 85 national black organizations, some with as many as 600 chapters, which have organized to encourage black Americans to seek help with their basic skills. AOIP's main national priority at the present time is to develop community leadership and instructional materials for distribution largely through black community newspapers and other publications.

American Association of Adult and Continuing Education. AAACE provides a forum from which adult educators take action that results in improved public awareness, understanding, and support of adult and continuing education. The units and divisions of the Association provide a structure for addressing the issues and concerns of adult literacy. Their publications, research, and conferences, as well as the work of their affiliates, assist in advancing learning opportunities for adult learners who need compensatory or nontraditional education. The Adult Competency Education Unit and the Commission on Adult Basic Education provide specific technical assistance services to those interested in adult literacy education. With a broad base of knowledge and ideas as diverse as the members and constituents it serves, AAACE sets the course for the profession. It represents literacy concerns through the legislative influence it has at hearings and testimony offered at the national level. AAACE is a member of the Coalition for Literacy. Among the AAACE membership are colleges, cooperative extension and continuing education divisions of colleges, correctional institutions, media organizations, and libraries, the majority of which provide basic skills programming.

Association for Community Based Education. ACBE has 59 institutional members serving 105,000 adults in 31 states. Member programs range from four-year accredited degree programs to job counseling, career preparation, and adult basic skills. Among its other services, ACBE provides technical assistance to its members as well as funding for selected projects through its mini-grant program. In addition to its own formal membership, ACBE communicates informally with thousands of other CBOs in communities throughout the country. ACBE estimates that 600-700,000 adults are served in the literacy programs of all CBOs.

American Association of Community and Junior Colleges. AACJC is the professional organization for community and junior colleges in the United States, with 1200 member institutions. The Association keeps track of the participation of its membership in literacy activities and disseminates information about the national literacy effort. The majority of its member institutions offer basic skills programs, some for their own students and others for community residents. The numbers served are in the hundreds of thousands.

Correctional Education Association. CEA is a professional organization for teachers, administrators, and prison personnel involved in correctional education. The Association disseminates information to its members about the illiteracy problem and informs them about basic skills and other programs being developed by the outside education community. The Bureau of Justice estimates that in 1984 there were nearly 650,000 adults incarcerated in the nation's prisons and jails, more than half between 20 and 30 years old and almost one-third between 20-24. Some 60 percent of inmates are functionally illiterate. Of the inmate population, more than 600,000 persons are in state correctional facilities and of these about 32,500 are enrolled in basic skills programs.

Laubach Literacy Action. LLA is the domestic arm of Laubach Literacy International. LLA trains and certifies tutors to teach reading, writing, and ESL. It provides management and organizational assistance to its local tutoring programs, and prepares a generally-standardized set of instructional materials for tutors and students. LLA is affiliated with some 500 local tutoring programs serving about 60,000 students in 40 of the 50 states. The organization is a member of the Coalition for Literacy.

Literacy Volunteers of America. LVA also trains and certifies tutors of reading, writing, and ESL. It uses a more varied instructional and material-development approach than Laubach, and provides a range of technical assistance to its local and state program affiliates. LVA presently operates about 200 local tutoring programs which serve about 21,000 students in 31 states. LVA also is a member of the Coalition for Literacy.

The Adult Basic Education Program. ABE, administered at the federal level by the U.S. Department of Education's Division of Adult Education and funded by state and federal government, has a convening authority and provides funds, technical assistance, and program guidelines to local ABE programs. Some 14,000 local ABE programs currently reach an estimated 2.6 million students. ABE is represented on the Coalition for Literacy.

The Lutheran Immigration and Refugee Service. LIRS funds and coordinates immigration and refugee programs throughout the country. Many of these programs

provide basic skills and ESL training in conjunction with other services. The Service provides technical assistance and offers staff development workshops in language training. LIRS-affiliated programs are estimated to be serving approximately 4,000 adult illiterates at the present time.

AFL-CIO. The AFL-CIO is the largest organization representing unions in the country. The approximately 96 affiliated unions of AFL-CIO represent about three-fourths of all union members, including the UAW, AFSCME, and United Steel Workers. The Education Department of the AFL-CIO provides information to its affiliates about basic skills and job training programs, and helps link them to community education programs. The basic skills programs of the affiliate unions serve a substantial but undetermined number of adults.

The above summaries show quite clearly that we do not have a single "system" of provision in the U.S., but a series of quite different organizational networks, each of which, to some degree, provides technical assistance and other support to thousands of local literacy service providers.

These ten national organizations can be categorized as one of three broad types: professional education associations, national organizations whose sole purpose is to fund or sponsor literacy programs, and national organizations whose main service is not educational, but which offer literacy assistance among their many other services. However, although each of the organizations is engaged in a slightly different set of activities, there are similar patterns of involvement for those clustered within each of the three groups.

Three of the five professional associations interviewed (AAACE, ALA, and ACBE) provide technical assistance to their membership. They function as conduits of information about literacy services, publish materials, and actively encourage their members to take part in the literacy effort. The other two professional associations (AACJC and CEA) are interested in the literacy issue but their activities are limited to brokering information and trying to keep up on the literacy activities of their member groups.

Those organizations that directly fund or sponsor literacy programs best approximate what may be called "systems" in the broadest sense of the word. The two major voluntary organizations, Laubach and Literacy Volunteers, recruit affiliates, manage comprehensive databases, provide technical assistance, develop tutor training and student materials, and are very active in developing the services of their membership. ABE, as noted above, provides funding and technical assistance to local ABE programs.

The third group of organizations (the LIRS and the AFL-CIO) are non-educational in nature but include literacy services among their other activities. They gather information about adult illiteracy and provide it to their memberships.

2. Expansion Needs

All of the organizations have a clear sense of what they will need to do to expand or improve their roles in the literacy effort. The non-educational associations (LIRS, AFL-CIO) and two of the professional organizations (ALA, AACJC) indicated a need for additional funds to develop internal literacy clearinghouse functions. They all need to improve their abilities to keep current on literacy activities in the field and provide better and more timely information to their constituents. The other professional associations (ACBE, AAACE, and CEA) indicated a need to develop better information-gathering and dissemination processes as well as an ability to identify model literacy programs and help their members apply principles of good practice. (The work of the National Adult Literacy Project and the U.S. Department of Education's National Diffusion Network are among the models that could be instructive to these associations.)

A slightly different set of needs emerged for those organizations whose sole purpose is to sponsor literacy programs. They must increasingly focus their attention on expanding the number and location of their affiliates. They also must have a far greater tutor training and technical assistance capacity as well as more sophisticated systems for their data management, coordinating, and evaluation functions.

3. Fiscal Requirements

There is no doubt about the need to expand and strengthen the ability of these national leadership organizations if literacy providers at the local level are to grow substantially in number and quality of service. This is the case for all of the organizations examined, but the need is especially urgent for the literacy-providing organizations which are already stretched to the limit.

The precise cost of supporting the expansion of the national organizations is very difficult to project from the data we were able to gather in our interviews. Several of the organizations with presently-limited roles in the field thought that they could usefully increase their immediate role at an additional cost of $200-300,000 a year. The more active and centrally-involved judged that they would need as much as $1 million per year or more. (Since the completion of our interviews some months ago, Literacy Volunteers of America has undertaken a long-range planning exercise and recently launched a $10 million endowment campaign.) But however rough these estimates are, we want to stress again that the ability of the national organizations to respond to the new demands being placed on them is vitally important to the growth of a more comprehensive program of literacy services in the nation. We think it realistic to expect that this will take a level of new expenditures in the millions of dollars annually.

4. Other Important National Activities

The primary purpose of our study was to examine those national organizations that are the critical support mechanisms for the local adult basic skills "networks" that provide the bulk of the nation's basic skills instruction for the general population. The organizations interviewed represent local providers that will feel the immediate effect of the new demands being generated by the national awareness campaign, and they were selected with that reality in mind.

However, it should be stressed that numerous other national organizations play important roles in helping to advance adult literacy in the country. With

additional resources and better coordination and planning, they could make a much greater contribution.

To mention some, such government entities as VISTA, the Bureau of Indian Affairs, and the Departments of Justice, Interior, and Labor all include basic skills to some degree in their various social and economic programs. Chambers of Commerce, Rotary Clubs, and veterans organizations provide some basic skills to their members, as do unions other than those represented by the AFL-CIO. Substantial programs are provided by the military, and numerous corporations provide in-house programs for their employees.

On another front, since 1983 the Secretary's Initiative on Adult Literacy of the U.S. Department of Education has been playing a national leadership role in fostering improved coordination, communication, and planning throughout the field. The Initiative also has played a key role in encouraging the various departmental agencies to increase their level of involvement in the field, particularly in the areas of research and project demonstration. The Initiative's activities, together with the work of the Coalition for Literacy, have been instrumental in creating a greater national awareness of the illiteracy problem.

Finally, the Coalition for Literacy itself is a major new organizational presence in the field. Its membership includes many of the national organizations interviewed in this study. For its national Ad Council awareness campaign, the Coalition is working now to raise the additional $1 million needed to cover the full costs, including funds for CONTACT's national telephone referral operation.

We want to urge that the needs and potential of programs and activities such as those cited here also be carefully examined by persons responsible for shaping responses to the field's resource problems.

D. INVOLVING NEW ORGANIZATIONS AND AGENCIES

This report has focused thus far on the expansion needs of existing local literacy programs and the major national organizations that serve them. But, as we have pointed out, the response to the awareness campaign by both potential literacy tutors and clients is expected to exceed the present capacity of existing local and national programs. Moreover, even with additional resources to work with, the groups will not by themselves be able to make a major impact on the pervasive and still-growing adult illiteracy problem. Thus, it is necessary to consider the possible contributions that organizations and agencies not now involved in literacy might make to the field. Most experts concur that their involvement will be essential if service is to be expanded in a major way and if alternate forms of provision are to emerge.

Increased public awareness of the literacy issue has prompted several national, regional, state, and local organizations to consider how they can join the literacy effort. On the planning front, many states already have instituted or are in the process of creating statewide mechanisms to identify and coordinate existing literacy services at the local level, plan new services, and communicate needs to state government and legislative officials. Recognizing the urgency of such planning, the Secretary's Initiative on Adult Literacy and the Business Council for Effective Literacy, among others, have made this one focus of their work in the field. But according to BCEL's January 1985 newsletter, which included a state planning update, approximately 60 percent of the states have not yet taken this crucial step, though many appear to be recognizing the need.

Other kinds of activity are being considered by a variety of groups. In the process of identifying organizations to include in this study, four national groups were contacted and found to be interested in getting involved in the field. These were fraternal, voluntary, and social service organizations with considerable experience in dealing with social issues at the national, state, and local levels. Each of the organizations was in the process of determining an appropriate role for itself and each expressed a need for technical

assistance to help define that role. Moreover, the Corporation for Public Broadcasting and several local public television stations are showing strong signs of interest, as are corporations, and organizations such as the National Council on the Aging and the American Association of Retired Persons. The interest is clear and it is spreading. The main question being asked is: what do we do and how do we do it?

Forging specific roles for organizations entering the field is a fundamental requirement for expanding the breadth and depth of literacy provision in the U.S. The preceding section of this paper makes it clear that different types of organizations can and do carry out a variety of supportive and vital roles within the overall literacy context. It is important that a greater diversity of roles be identified and explored. In addition, new organizational players will have to shape involvement strategies that are consistent with their particular structures, resources, and missions.

We can offer the following general guidelines for their consideration:

- Direct Services to Adult Clients. Some organizations will have the capacity to offer reading and writing instruction, counseling, and/or support services to adult illiterates. This type of involvement probably will be easier for organizations already experienced in providing instructional services.

- Fiscal Support. Some organizations can contribute most by donating funds to existing or new literacy programs. The monies could be targeted for specific activities or used for general operational expenses.

- Program-Support Services. Many organizations are well-positioned to provide in-kind services to literacy programs. Contributions such as space for instruction, transportation to classes, the lending of personnel with needed expertise, and office and computer equipment are invaluable to a program's operation.

- Recruitment. Helping to recruit both adult learners and volunteers for literacy programs can be a major contribution by an organization. Business, industrial, and labor organizations are in a good position to provide information to employees who might want to enroll as students in literacy programs and to encourage their participation as volunteers.

- Public Awareness. National organizations with regional and local affiliates have extensive communication networks that can be used to create public interest in and support for literacy programs. These organizations can print articles in their internal publications and give visible public support to efforts to advance adult literacy through public speaking and other media activities.

- Planning and Policy Activities. Federal and state planning bodies, policy makers, and legislators have major impact on literacy programs through their responsibility for setting directions and allocating resources. Some organizations are especially well-positioned to influence their priorities through lobbying and direct participation.

E. RECOMMENDATIONS

From the preceding discussion there is no doubt about the urgent need to provide new resources for the work of adult literacy groups at all levels of society. Neither is there any question that we are faced with a need of major proportion, a billion dollars a year or more in the short run and considerably more over the long term.

Literacy programs are looking increasingly to business and industry for both funding and in-kind help. We wish to underscore the importance and appropriateness of a strong private sector response. At the same time, however, there is currently a tendency to think that the illiteracy problem can somehow be solved by the private sector alone. A principal message of this paper therefore must be that there is no substitute for coordinated federal and state leadership and funding. The scale and complexity of the problem are just too great.

With these caveats in mind, we turn now to our recommendations for public and private-sector action:

1. Action Plan for Helping Local Literacy Programs

The federal government should:

- Provide major new funding for the Adult Education Act.
- Amend existing legislation to permit the use of ABE funds for a wider range of literacy providers in addition to those programs directly run by ABE.
- Expand the technical assistance capacity of the Office of Adult Education and other appropriate agencies, organizations, and literacy groups.

- Provide grants to appropriate literacy research and development organizations to enable them to: (a) develop new tools for staff development, learning assessment, and program evaluation; (b) identify exemplary models of literacy programs and practices and communicate what is learned to practitioners; and (c) undertake new needed research on what constitutes effective teaching and learning in the adult literacy milieu.

State governments should:

- Enact legislation to increase funding for the delivery and development of literacy services within each state.

- Establish a statewide alliance or council to make recommendations on needed legislation, facilitate the gathering and sharing of information, identify gaps in service, and plan for new services.

- Fund an organization in each state (perhaps the state department of education) to provide on-going technical assistance to local literacy planners and providers. Among other things, this entity would facilitate program evaluations, work to improve the quality of literacy instruction and teacher training, and help develop new delivery systems and procedures. These organizations also could provide information and guidance on how to implement promising practices identified in the field.

Business and industry can:

- Provide grants for the operating costs of local literacy programs. Multi-year grants should be emphasized so that the programs have an on-going base of support.

- Donate in-kind services--in the form of space, office and computer equipment, furniture, and professional expertise in accounting, printing, training, and marketing.

- Encourage employees to become volunteer tutors and give them released time for this activity.

- Join the federal government in providing grants to appropriate research and development organizations. The need is to develop tools and information that will help local programs improve current practice and instruct their future development.

2. Plan for Helping National Organizations

- Federal funds should go to the national offices of the voluntary organizations, ACBE, ABE, and the professional organizations so that they can increase the number of their local affiliates or members, provide training and technical assistance to them, and strengthen their own management and planning capacity.

- State departments of education, through the use of their Section 310 monies*, could fund the pilot phase of a program to increase the capacity of these national organizations to serve local literacy programs within their states.

- Business and industry also can provide on-going operating support to the national operations.

- Public and private-sector organizations should provide funding to the professional associations--for hiring additional staff,

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* 310 funds are provided to the states under the federal Adult Education Act and are designated for experimental demonstration projects and teacher training activities.

expanding or creating needed programs of information-gathering and dissemination, and developing other activities to inform, encourage, and actively assist the involvement of their memberships in the field.

- Federal and state governments and the private sector should join in establishing an independent national institute on adult learning, with a focus on literacy. Such an organization is needed at the national level to foster communication throughout the field, gather and disseminate knowledge about adult literacy, perform certain centralized training functions, offer technical assistance, guide the development of the nation's literacy research agenda, and generate information and analyses vital to national policy-making.

Most of the above recommendations have to do with steps that must be taken if existing literacy programs and planners are to do a better job. There is, as we have stressed numerous times, a need for quick public and private sector response because of new demands already being generated by the Ad Council awareness campaign.

But there also is a need to underscore one equally important fact, namely, that doubling or tripling the capacity of present literacy groups will not by itself be adequate to assure that a majority of adult illiterates will be reached and well-served. Alternate services and programs will have to be developed in the long-run, probably requiring the use of computers and the mass media. And greater attention will have to be given to such issues as quality of instruction and professionalization of instructors and management staff.

The responsibility for developing a literate society does not lie within one sector. Rather, it will take the combined efforts of state governments, the federal government, and the private sector to make substantial gains in a field where we currently are making only minimal progress.

LOCAL LITERACY PROGRAMS INTERVIEWED Attachment

Adult Basic Education Programs

Bell Gardens Adult School	Bell Gardens, California
Long Beach Adult School	Long Beach, California
William S. Hart Union High School District	Newhall, California
Crawfordsville Community School	Crawfordsville, Indiana
Fort Wayne Community Schools	Fort Wayne, Indiana
Lafayette Adult Reading Academy	Lafayette, Indiana
Portage Township Schools	Portage, Indiana
Biddeford School Department	Biddeford, Maine
Franklin County Adult/ABE Program	Farmington, Maine
River Valley Community Education Program	Turner, Maine
Jefferson County Adult Reading Program	Louisville, Kentucky
Elyria City School	Elyria, Ohio
Abilene Independent School District	Abilene, Texas
Region 9 Education Service Center	Wichita Falls, Texas
Region 12 Education Service Center	Waco, Texas
Region 20 Education Service Center	San Antonio, Texas

AFL-CIO Programs

American Federation of State, County and Municipal Employees, District Council 37	New York, New York
Joint Board; Amalgamated Service and Allied Industries, Amalgamated Clothing and Textile Workers, AFL-CIO	New York, New York

Community College Programs

Catonsville Community College	Catonsville, Maryland
Adult Basic Literacy Education (ABLE)	Charlotte, North Carolina
Chemeketa Community College	Salem, Oregon
Lane Community College	Eugene, Oregon
Portland Community College	Portland, Oregon

Community-Based Organizations

Bronx Educational Services	Bronx, New York
Center for Literacy, Inc.	Philadelphia, Pennsylvania
The Group School	Cambridge, Massachusetts
Literacy Action, Inc.	Atlanta, Georgia
Mountain Women's Exchange	Jellico, Tennessee
Parent-Child Development Center, Inc.	West Point, Virginia
Push Literacy Action Now (PLAN)	Washington, D.C.
Solidaridad Humana	New York, New York

Correctional Programs

Los Angeles County Correctional Education Center	Los Angeles, California
Michigan State Department of Corrections	Lansing, Michigan
South Dakota State Penitentiary	Sioux Falls, South Dakota

Laubach Programs

Delaware County Literacy Council	Chester, Pennsylvania
Literacy Council of Northern Virginia	Annandale, Virginia
Operation Mainstream	New Orleans, Louisiana
Project Learn	Cleveland, Ohio

Library-Sponsored Programs

Adult Literacy Project, Beaver County Federated Library System	Monarch, Pennsylvania
Enoch Pratt Free Library	Baltimore, Maryland

Literacy Volunteers

Literacy Volunteers of Ashtabula	Ashtabula, Ohio
Literacy Volunteers of Chicago	Chicago, Illinois
Literacy Volunteers of Long Island, Inc.	Hempstead, New York
Literacy Volunteers of Norwalk	Norwalk, Connecticut
Literacy Volunteers of Placentia	Placentia, California
Literacy Volunteers of Rochester	Rochester, New York

Lutheran Refugee Programs

International Institute	St. Louis, Missouri
Lutheran Church Women's Group	Philadelphia, Pennsylvania
Lutheran Settlement House Women's Program	Philadelphia, Pennsylvania

Other

Washington Literacy, Inc.	Seattle, Washington

BCEL

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